DOCUMENT RESUME

ED 037 660 AC 006 687

TITLE	Education, Training and Employment of Women and Girls.
INSTITUTION	Association of Teachers in Technical Inst., London (England).
PUB DATE	Feb 70
NOTE	13p.
AVAILABLE FROM	Association of Teachers in Technical Institutions, Hamilton House, Mabledon Place, London WC1, England (1s)
EDRS PRICE	EDRS Price MF-$0.25 HC-$0.75
DESCRIPTORS	*Educational Opportunities, *Employment Opportunities, Equal Opportunities (Jobs), *Females, Statistical Data, Wages
IDENTIFIERS	*Great Britain

ABSTRACT

Drawing on educational statistics and other data, this British report calls for expanding the opportunities open to women and girls for higher education, vocational and industrial training, equal earning power, career guidance and counseling, and employment in skilled, technician, supervisory, and managerial jobs and positions. A recasting of educational and manpower policy is urged. (LY)

AC006687

Education Training and Employment of Women and Girls

ATTI 70

U.S. DEPARTMENT OF HEALTH, EDUCATION & WELFARE
OFFICE OF EDUCATION

THIS DOCUMENT HAS BEEN REPRODUCED EXACTLY AS RECEIVED FROM THE PERSON OR ORGANIZATION ORIGINATING IT. POINTS OF VIEW OR OPINIONS STATED DO NOT NECESSARILY REPRESENT OFFICIAL OFFICE OF EDUCATION POSITION OR POLICY.

Association of Teachers in Technical Institutions

1s to non-members

ED037660

AC006687

ED037660

Education, Training and Employment of Women and Girls

1 Teachers in further education are responsible for the full or part-time education of over 1½ million girls and young women who make up just over 50 per cent of the total student population in further education. (They make up over 50 per cent because of the preponderance of women in evenings only – primarily non-vocational – courses where they outnumber men by nearly two to one. In every other type of course they are in the minority, 81,370 in full-time courses compared with 105,344 men; 1,086 on sandwich courses compared with 23,707 men; 89,769 on day release courses compared with 550,194 men). Further education teachers work in close contact with the world of employment, and they are very well aware of the limitations that most girls face when it comes to seeking employment and gaining promotion; they are also aware of the very poor chance that girls at work have of getting release for further education; and they know how few mature women are able to benefit from the short vocational courses that further education offers to adult workers as part of their career development, or in preparation for a new career.

2 These are points that the Association has made incidentally in many of its policy statements (in its comments on the Robbins report, in evidence to the Henniker-Heaton Committee on day release, and in *The Future of Higher Education within the Further Education System,* for example). It now believes the time has come to make this question the subject of a special statement of policy because there are trends in the education, training and employment of women that indicate a retrograde movement – fewer women are in skilled and professional jobs and more in unskilled; though the numbers of women employed are increasing, the proportion getting trained is not; in whole important fields of further and higher education girls are negligibly represented. Thus while more and more women are working – and particularly returning to work after bringing up their families – more and more of them are being forced into types of work for which demand is likely to decline – unskilled manual and clerical. There is a real danger that large numbers of women may become unemployable because they have not been given the opportunity to gain the skills and knowledge that our economy will require of workers in the next few decades. And it is almost impossible to estimate the degree of frustration and missed satisfaction to which women employed below their capacity – and increasingly below their educational attainment – are subjected.

3 The Association welcomes the indications of concern with these problems that have recently come from such diverse bodies as the Royal Commission on Trade Unions and Employers Associations, the Central Youth Employment Executive, the TUC and the London and Home Counties

Regional Advisory Council for Technological Education. An increasing number of people concerned with education and employment are aware of the real issues. The need now is to explain these issues as widely as possible, and to try to stimulate appropriate action at all the points where it is needed – by employers, parents, government departments, local education authorities, teachers and young people themselves.

Facts and figures

4 The figures given here, all from official statistics, establish that once they have left schools girls get a raw deal in respect of further education, and of opportunities for training and promotion at work; they also show how restricted is the range of studies and jobs to which in practice they have access.

School

5 Up to the end of secondary education the score is fairly even as between girls and boys in the percentage of passes at GCE O or A level. In fact in a number of subjects a higher percentage of the girls achieve passes. The number of girls taking and passing sciences and social sciences and mathematics at O and A level is increasing, even if not as fast as the number taking arts subjects, and in some subjects the rate of increase in the number of passes is greater for girls than for boys. (The proportion of girls taking science subjects in GCE is considerably higher than the proportion taking these subjects in CSE – for example, one-fifth of the O level physics entry are girls, but only one-fifteenth of CSE physics candidates are girls. This implies that a more restricted range of subjects is thought appropriate for girls considered non-academic).

Table 1 O and A Level Passes (Source: Statistics of Education 1967)

	1956		1967	
	O	A	O	A
Mathematics				
boys	54,611	13,927	102,417	34,661
girls	22,808	1,846	51,072	6,751
Physics				
boys	20,076	12,677	43,270	24,295
girls	2,792	1,705	9,459	4,219
Chemistry				
boys	17,493	10,136	33,037	16,623
girls	3,910	1,828	10,942	4,343
Economics				
boys	2,398	2,593	14,779	16,708
girls	1,219	351	8,894	4,344
Social Sciences/vocational subjects				
boys	4,608	9	22,207	6,102
girls	19,438	215	53,453	4,859

6 The number of girls staying on at school and taking A levels has actually increased faster than was predicted by the Robbins Committee in 1963. Their estimate that 16.8 per cent of boys would remain at school until the age of 17 in 1967 was only 0.6 per cent out, but they underestimated the proportion of girls by 2 per cent – 14.6 per cent actually stayed on compared with an estimated 12.6 per cent. The percentage of girls getting two or more A levels was 8.6, compared with an estimated 6.3 per cent – again a more rapid rise than was the case with boys (13 per cent of them got two or more As, compared with an estimated 11.2 per cent). As the authors of *The Impact of Robbins* say, this represents an 11 per cent rate of growth for the girls compared with an 8 per cent rate for the boys.

Further and higher education

7 On leaving school, a large proportion of boys use their school subjects and interests as the basis for further study either full-time or part-time. Girls, on the other hand, form a smaller proportion of those who go on with their studies, and those who do go on are mainly limited to a smaller range of subjects than is the case for boys.

Table 2 (Source: Statistics of Education 1967)

Advanced courses	M	W	Non-advanced courses	M	W
University first degrees			OND		
engineering/technology	1,450	4	engineering/technology	4,767	30
science	2,923	893	science	338	82
			business/commerce	2,332	4,126
CNAA first degrees			ONC		
engineering/technology	5,177	25	engineering/technology	36,118	218
science	2,031	299	science	6,779	2,573
			business/commerce	12,091	1,871
HND					
engineering/technology	7,893	24	CGLI		
science	1,484	242	engineering/technology	418,107	5,207
			science	4,525	1,970
HNC			social administration,		
engineering/technology	32,943	80	business	6,244	4,643
science	6,343	1,267	wholesale and retail	3,035	2,808
All advanced courses					
engineering	50,260	85			
building	11,555	30			
metal technology	2,040	20			
science	18,126	3,119			
social, administration					
business studies	46,133	6,129			
professional and vocational	8,129	2,831			

Training

8 One of the things which the Industrial Training Act of 1964 was expected to do was to improve the opportunities for girls and women to receive training at work – a point made on more than one occasion by, among others, Lady Williams. Such factual data as are available however (and there is a surprising dearth of statistics on the subject)

make it clear that these hopes have so far not been realised. The Women's Advisory Committee of the TUC in 1968 made a survey of the proportion of women employees in manufacturing industry receiving training in the years 1964 and 1967 to see whether the Act had had any effect on the situation. They started with the belief that there was a gradual improvement going on but the figures (based on the Ministry of Labour's 1967 analysis of occupations of workers in manufacturing industry) caused them to revise that view and to conclude that such improvements as there had been were insignificant and 'in penny numbers'. Their conclusions were echoed by the Donovan Commission (*Report of the Royal Commission on Trade Unions and Employers Associations,* paragraphs 349 and 366) which considered the facts so disturbing and the implications – social and economic – so important that they had a research report prepared by Miss Nancy Seear. This confirmed their concern.

9 *The Survey of Women's Employment* produced by the government Social Survey in 1968 showed that on-the-job training had been received for only about one type of work in six by the respondents of the survey. Only one type of work in fifty involved an apprenticeship and only one in a hundred a learnership. Less than one in twenty types of work involved training lasting more than six months and on-the-job training had been received for about one-eighth of non-manual types of work and one-fifth of manual types. When working women in the survey were asked whether they had any training or qualifications not used in their present job one in five said she had.

10 A survey made in 1968 by the ATTI amongst industrial training boards asked for information on the following points: the number of women covered by the board's operations; occupations in which they were employed; number of women under training in industries within the board's scope; percentage of men and women employees under training in those industries and any changes since the board's establishment; and any special action by the boards to improve training opportunities for women. While a few boards were able to provide a good deal of information in answer to these questions only three out of the eighteen established before 1967 could tell us the number and percentage of women employees being trained, and some of the non-replies came from boards set up in 1964 and 1965. In all industries for which figures were available on occupational distribution, women and girls were mainly in the less skilled and less responsible jobs and this was as true for industries where women make up the main part of the labour force as for those where the proportion of women employed is small. Women were also in a smaller range of jobs, typically concentrated in certain operative occupations and in clerical and office jobs; very few were in managerial, supervisory, technologist or technician jobs, by comparison both with the percentage of men in such jobs and with the total of female employees in the industry. Where data were available on the percentage of women under training the proportion in any given occupation in any

industry tended to be smaller than the proportion of males in that occupation range receiving training. Only two boards of the eleven long-established ones (Engineering, and Iron and Steel) were able to provide data on changes in the proportion of women receiving training; only slight if any rises were apparent in these two cases. No board was taking steps to increase the range of jobs done by women or to give special encouragement to firms to train them in jobs not currently being done by women. The recommendations for training and further education so far published by the boards make no reference to any discrimination between men and women employees in the matter of grants or the nature of training, and boards tended to refer to this with some satisfaction in such terms as 'schemes are designed to improve quantity and quality of training by types of employment but not by sex'—a fairly clear indication that they did not so far see it as any part of their function to open up wider possibilities of training and promotion for women employees.

Day release

11 The figures for day release for all young people under the age of eighteen are no particular cause for rejoicing, averaging as they do at present 22.5 per cent of the number of young employees in this age range. The disparity between boys and girls has continued practically unchanged for the last decade. According to the Henniker-Heaton Committee in its 1964 report 24.4 per cent of boys and 6.4 per cent of girls in employment under the age of eighteen got day release in 1959-60. The relevant percentages in 1967, according to the *Statistics of Education* for 1967, were 36.3 per cent and 9.2 per cent. Within that overall percentage there are some fields of employment, especially those employing a large proportion of female labour, where the record is much below the average. In textiles for example only 2.4 per cent of the women under eighteen employed get day release, in clothing and footwear also 2.4 per cent, in distributive trades 2 per cent (this is actually less than the 1959-60 figure which was 2.5 per cent) and in insurance, banking and finance a mere 1.2 per cent.

Employment

12 Nearly nine million women are now working in this country (September 1968 figures, Department of Employment and Productivity). While the number of women working goes on increasing, the proportion of them in skilled, technician, supervisory, and managerial jobs is actually declining. The 1968 survey by the Department of Employment and Productivity's manpower research unit (*Manpower Studies no. 6: Occupational Change 1951-61*) shows that between 1951 and 1961 the proportion of women proprietors, managers, administrators and executives fell from 19.4 per cent to 18.6 per cent; in clerical and allied work it rose from 55.7 per cent to 60.1 per cent; in higher and professional/technical occupations the percentage of women fell from 33.9 to 31.1, and in lower professional/technical from 46.4 to 43.2; there was a fall in the proportion of women skilled manual workers from 15.5 to 13.9 per cent, but a rise in semi-skilled and unskilled of 40.5 per cent to 41 per cent, and 28.7 per cent to 32.7 per cent respectively.

13 A more recent analysis of employment changes in some less-skilled occupations between 1961 and 1966 also made by the Manpower Research Unit, shows a considerable increase in the employment of women in the forty less-skilled occupations studied. While the number of women employed in all occupations rose by 13.9 per cent over the period, the rise in the less-skilled occupations was 23.1 per cent.

Earnings

14 Average earnings for women both in manufacturing industry and in administrative, technical and clerical employment are consistently something under 50 per cent of the average for men. In April 1969 the average man's earnings in manufacturing industry were £24.12.7d, while those of women were £11.14.10d; men in administrative, technical and clerical jobs who were paid monthly earned on average (October 1968 figures) £144.16.9d a month, while the rates for women were £64.1.11d a month (for those paid weekly the figures were: men £22.9.3d; women £11.4.9d). As the Department of Employment and Productivity points out (*Employment and Productivity Gazette,* March 1969) in presenting these figures, the differences between the women's and the men's earnings are accounted for at least in part by the fact that women are employed on different classes of work from men. This puts in a nutshell the idiocy and wastefulness of the present situation.
The facts quoted both establish that girls and women get a poor deal, and indicate a trend to the worse – the proportion in skilled and responsible work is dropping, the proportion in jobs likely to disappear with increasing automation is increasing. There is a danger that a reservoir of economic potential will become a stagnant pool of unemployability.

The economic argument

15 The economic return on the mass employment of women in low-level unskilled work is poor, both to the women themselves and to the economy. A report from the Swedish Government to the United Nations (*Status of Women in Sweden 1968*) for example refers to a calculation that Swedish national income could be increased by 25 per cent if the unused labour potential of women were to be fully utilised, and by 50 per cent if sex discrimination and other barriers were totally abolished. There would be all-round economic benefit if women were better represented in the middle and higher occupational levels.

16 The frequent employers' argument that training and promotion of women beyond a certain level does not pay because they don't stay long enough is a weak one. There are indications, quite apart from common sense, that a low level of interest and responsibility in work leads to a higher turnover. Conversely, there is evidence that the higher the interest, skill and responsibility of the job, the more likely are women workers to seek an early return to it after bringing up their families.

Two-part careers

17 A good deal of lip-service is now paid to the idea of the two-part career structure – a short period of work between the end of education and the birth of the first child, and thirty years or so of continuous work after the family is complete. This structure in fact has been well-established for a long time, but for most women it has not been a career but simply a matter of taking what came to hand (as Viola Klein's survey *Working Wives* confirmed some years ago). Now the need is for a planned utilisation of this pattern as a factor in training and employment (though without detriment to those women who wish to continue working straight through). This would mean in particular the development of re-training and of 'catching-up' educational courses, as well as facilities for mature women to embark on new careers. So far, these are practically untouched fields, and the need is urgent.

Are the opportunities equal?

18 It is often maintained – though less often now than formerly – that opportunities for girls and boys in education and employment are equal. They are equal in the limited sense that very few courses of education and few jobs are actually barred to girls. They are not equal in respect of being equally used – and if opportunities are not being used, they might as well not be there for all the good they are doing.

19 It is often suggested – sometimes by well-intentioned educationists – that it is wrong and useless to campaign for equal access to education and jobs and for an extension of the lateral and vertical range of employment for women. Instead, it is suggested, we should work for a special 'feminine' type of education, with a content related to 'women's life and interests', and for improvements in training only in the existing fields of women's occupations. Apart from begging questions by assuming that there are specifically female qualities, interests, and jobs, this is also retrograde and diversionary because in effect such an approach accepts the progressive displacement of women from the working world and seeks to provide marginal compensations.

Action to overcome deprivation

20 We believe that action is necessary to help women and girls to overcome the effects of past and present deprivation in the field of education, training and employment, and to make a full contribution to society. This does not imply lowering standards for the benefit of women, but it means that help must be given at several points. Some of these points are indicated below.

Schools

21 Teacher training (both initial and in-service) should take account of the problem. There is evidence to suggest that most teachers in training are given little advice on helping their pupils towards a suitable and informed choice of work. Unless this lack is remedied, it is unreasonable to call upon the average teacher to give such help, since most teachers in schools have had little opportunity to gain knowledge of work outside school. Social education in schools should make all the children aware of the range of work open to both boys and girls and the opportunities of further

education and training; it should also help children to understand that traditional evaluations of the respective roles of men and women are changing, and encourage them to look at themselves and others as people, not as members of one sex or the other.

Careers guidance/counselling

22 Encouragement should be given to more teachers to train for careers work. Careers guidance and acquaintance with the Youth Employment or Careers Advisory Service should start earlier in school life. The Central Youth Employment Executive Memorandum *Wider Employment Opportunities for Girls* makes excellent suggestions for collaboration between Youth Employment Officers and teachers in widening the scope of careers programmes for girls to include information about, and observation of, jobs at present normally done by boys. The CYEE also says that in individual interviews YEOs should encourage girls to think widely, instead of settling for traditional feminine occupations by inertia. These suggestions should be followed up everywhere.

23 There is also a great need for a new service of careers guidance for older women—both for those who want to build on an earlier foundation of work experience and those who want to start in a completely new direction. There is a great demand for this kind of advice, as evidenced by queries received by careers advisers on newspapers. It is clear that many women returning to work are forced, through lack of a source of advice and information, to settle for jobs below their capacity and not in line with what they would wish to pursue.

Parents

24 The under-use of girls' abilities is a particularly acute problem in working-class families. Middle-class parents are more likely to be aware of the range of opportunities open to their daughters. Working-class parents do, however, have strong vocational aspirations for their children, including the girls, as shown by the Schools Council/Social Survey investigation of early leaving; what is lacking is the necessary knowledge to extend the range of the aspirations, which are in general over-modest. TV could be useful in accustoming parents to the idea of girls working at other things than humble jobs in office, factory or shop. At the same time, if children themselves were receiving positive guidance at school, they could help to widen their parents' horizons.

Further education

25 Colleges are very well placed because of their close contacts with employers to help gain acceptance for girls in non-traditional jobs and at non-traditional levels; unfortunately they do not always take advantage of this position and they should be encouraged to do so. This is a field where building up friendly contacts with schools is also particularly important; we know of departments which specifically encourage girls from schools in the area to enter non-traditional courses, and these schools have come to send a steady stream of girls to do such courses. Encouragement of girls to enter fields where they have hitherto been a rarity, and of employers to accept them, is an

important part of the further education publicity service, and consistent rather than sporadic work should be done along those lines; colleges should have careers advisers with this as one of their responsibilities.

Professional institutions

26 The attitudes of the institutions vary from the helpful to the downright discouraging. In engineering, the CEI could do a useful job in urging its more backward member institutions up to the standards of the more progressive and a statement of policy on women in engineering would be welcome. The 'technician' institutions have perhaps a particularly important role – it is likely that the number of women technologists would increase if there were a really significant increase in the numbers of them entering technician occupations, a field where there is great scope and where length of training may look less daunting.

Employers

27 Every kind of pressure should be exerted to make them think about the use which is made of women employees. Industry as a whole is notoriously short-sighted about its long-term manpower needs, and is reluctant even to exercise a reasonable degree of enlightened self-interest in its recruitment, training and promotion policies. In particular, encouragement to constructive thought should be made through the operation of the levy/grant system of the ITBs (see next section).

28 Nationalised industry and government departments have a good record as employers; they should continue this and should expand their policy of giving training and day release to girls and should give positive encouragement to women and girl employees to seek promotion and higher responsibilities.

ITBs and Central Training Council

29 The Boards should make it a condition of grant that firms give the same proportion of girls as boys in any job training and release for education; there should be special grants for firms that train girls and women for jobs outside the traditional female range (by analogy with the special grant which the EITB administers for employers in development areas who increase the number of trainees in certain categories); the boards should give special grants to firms that provide training, re-training, and promotion opportunities for women returning to work. It is particularly important that ITBs should encourage firms to give training and education opportunities to mature women who have not had early training but who wish to prepare for a career. The Central Training Council should initiate research on extending the range of jobs done by women; the DEP should publicise the results in industry and the DES in schools.

The Department of Education and Science

30 The Department has made some welcome statements in its magazine *On Course,* but much more positive action needs to be taken in the way of advice to LEAs, and general publicity. The subject should also be considered by the National Advisory Council on Education for Industry and Commerce.

Legislation

Suitable provision should be made in the new Education Act to ensure that not only are all forms of education open to girls (at present, unfortunately, some colleges refuse to admit girls to courses which have hitherto had only boys as students), but that it shall be an obligation on education authorities to ensure that they are fully aware of all opportunities, and to give positive encouragement to them to use their abilities to the full in further education and work.

32 Consideration should also be given to legislation aimed at reducing discrimination on grounds of sex, analogous to legislation against racial discrimination.

Regional Advisory Councils

33 All RACs should initiate studies on the lines of the one conducted by the RAC for London and the Home Counties on enrolments for 1967-68 session; they should set up sub-committees for women's education to encourage the expansion of opportunities for women in non-tradional fields.

The TUC

34 The General Council of the TUC has taken a positive attitude on training for women in its comments on the Donovan report. The TUC Women's Advisory Council has produced an excellent report on training for women in industry. The issue of widening the range of jobs for women is in many ways a more significant one than equal pay; all unions should consider its implications, intensify recruitment of women members, and encourage them to take an active part in all aspects of union work.

Social provision

35 The necessary social provision must be made to allow women to make their full contribution as qualified workers to the life of the nation. This is not merely a matter of nursery schools, extended shopping hours, or facilities for part-time working – important though all of these are. There must be a move towards shorter working hours for everyone, men and women, and towards longer holidays for all workers, so as to allow everybody to work and to find time for domestic commitments and outside interests.

Publicity

36 The press, including some of the popular national press, is paying more attention to career problems of women and quite often features stories of the success of women in non-traditional jobs. This is very welcome. The women's magazines in general are not very adventurous in this respect, and their fiction positively tends to reinforce home orientation rather than career orientation, and the limitation of women to 'handmaiden' type jobs. In some other respect the women's magazines have become much more up-to-date and form a useful service to their readers. They could profitably do so in the field of women's careers, and we use the word profitably advisedly. In the advertising press the women's magazines sell themselves very hard as media with a loyal readership of women who control purse strings. If more of their readership were employed in more responsible and better paid jobs, the amount of money they would have at their disposal for spending would increase

proportionately, and the magazines would become even more attractive media for advertising.

37 The Department of Education and Science should intensify its existing publicity in this field and so also should teachers' organisations, making particular use of local media.

Conclusion

38 We know that in putting forward this policy we are not only asking for radical social and economic changes, but are also by implication attacking deeply rooted assumptions about the respective roles of men and women, which are none the less cherished for being unexamined. As an organisation professionally devoted to encouraging rational thought and to the full mental and emotional development of human beings, we are convinced that this policy is right, both for the economic well-being of the nation and for the development of well-founded and happy human relationships. We shall work for it ourselves and shall co-operate willingly with all who seek, by the kind of action outlined above, to achieve it.

ERIC Clearinghouse
APR 6 1970
on Adult Education

February 1970

Association of Teachers in Technical Institutions
Hamilton House
Mabledon Place
London WC1

Designed by Graham Stevens MSIA
Printed by Clare Son and Company Limited
Wells, Somerset
BA5 2AB

2/70 65